

Message Text

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PAGE 01 BONN 01077 01 OF 03 191857Z
ACTION AF-07

INFO OCT-01 EUR-08 ISO-00 SSO-00 INRE-00 INR-05 SS-14
L-01 SP-02 SCS-01 CA-01 OPR-01 MCT-01 PM-03 IO-06
OC-01 CCO-00 /052 W
-----063218 191945Z /62

O 191840Z JAN 78
FM AMEMBASSY BONN
TO AMEMBASSY NAIROBI IMMEDIATE
SECSTATE WASHDC 4986

C O N F I D E N T I A L SECTION 01 OF 03 BONN 01077

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E.O. 11652: GDS
TAGS: AEMR, CASC, OTRA, US, UG, GW
SUBJECT: UGANDA: US-FRG CONSULTATIONS

REFS: (A) BONN 00982; (B) STATE 00898

FOLLOWING IS THE TEXT OF AN AGREED MEMORANDUM DRAFTED BY
US TEAM DESCRIBING THE BILATERAL TALKS HELD IN BONN ON
CONTINGENCY PLANNING FOR UGANDA. IT HAS BEEN CLEARED
WITH VON STENGLIN (WHO PARTICIPATED IN THE TALKS), BUT
NOT YET WITH KREMER, THE RANKING FRG PARTICIPANT. WE
EXPECT FEW CHANGES
AND WILL POUCH A COPY OF THE FINAL AGREED TEXT TO THE
DEPARTMENT.

BEGIN TEXT:

PARTICIPANTS:

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PAGE 02 BONN 01077 01 OF 03 191857Z

FEDERAL REPUBLIC OF GERMANY

VLR 1 LEONHARD KREMER, REFERAT 320
VLR 1 DR. RICHARD ELLERKMANN
LS KARL VON STENGLIN, REFERAT 320

UNITED STATES

DEPUTY ASSISTANT SECRETARY ROBERT HENNEMEYER
MR. STEVEN A. DOBRENCHUK
MR. RICHARD W. BAKER
MR. KEITH WAUCHOPE
LT. COL. EDWARD L. MENTZER, EUROPEAN COMMAND,
(EUCOM) US ARMY
MR. SIMEON L. MOATS, AMERICAN EMBASSY, BONN

DATE: JANUARY 17-18, 1978

SUBJECT: PROTECTION OF US INTERESTS IN UGANDA:
CONTINGENCY PLANNING

AFTER A BRIEF WELCOME BY FOREIGN OFFICE ASSISTANT
SECRETARY FOR AFRICAN AFFAIRS (BEAUFTRAGTER) HELMUT
MUELLER, DEPUTY ASSISTANT SECRETARY HENNEMEYER BEGAN
THE SUBSTANTIVE DISCUSSION WITH AN OUTLINE OF THE
PARAMETERS AND PROSPECTS FOR US POLICY TOWARD UGANDA.
HAVING PROVIDED THE GERMAN SIDE WITH AN OUTLINE OF THE US
POLICY, HENNEMEYER NOTED THAT THE US ADMINISTRATION WAS
SERIOUSLY CONCERNED THAT LEGISLATION NOW PENDING BEFORE
THE US CONGRESS AND OFFICIAL STATEMENTS MADE IN RESPONSE
TO THAT LEGISLATION MIGHT PROVOKE IDI AMIN TO CERTAIN
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PAGE 03 BONN 01077 01 OF 03 191857Z

MEASURES ENDANGERING THE SAFETY OF US CITIZENS RESIDENT
IN UGANDA. THE GERMAN SIDE AGREED THAT THIS COULD BE A

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PAGE 01 BONN 01077 02 OF 03 191907Z

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C O N F I D E N T I A L SECTION 02 OF 03 BONN 01077

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REAL DANGER AND WELCOMED THE OPPORTUNITY TO DISCUSS
GENERAL ATTITUDES AND CONTINGENCY PLANNING BEFORE THAT
DANGER WAS REALIZED.

THE FEDERAL REPUBLIC IS WILLING TO UNDERTAKE ALL ACTIONS
POSSIBLE AND TO ACCEPT ADDITIONAL BURDENS TO FULFILL ITS
RESPONSIBILITY AS PROTECTING POWER FOR US INTERESTS IN
UGANDA. THE ONLY LIMITATION ON THE GERMAN COOPERATION
WOULD BE IF SUCH COOPERATION WOULD ENDANGER GERMAN
INTERESTS IN UGANDA, I.E., THE LIVES OF THE APPROXI-
MATELY 100 GERMAN NATIONALS RESIDENT IN UGANDA OR THE
POSITION OF THE GERMAN EMBASSY ITSELF. THE US SIDE
ACCEPTS THAT ANY CONTINGENCY PLANNING MUST BE
CONDITIONED BY THESE CONCERNS.

THE US SIDE DISTRIBUTED COPIES OF ITS CONTINGENCY
PLANNING PAPER; A POINT-BY-POINT DISCUSSION OF
PROPOSED US ACTIONS TO EACH CONTINGENCY SITUATION
ENSUED. BOTH SIDES AGREED WITH THE PLAN AS PRESENTED
WITH THE FOLLOWING RESERVATIONS, COMMENTS OR ADDITIONS:
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PAGE 02 BONN 01077 02 OF 03 191907Z

SITUATION ONE -- NO BASIC CHANGE IN CURRENT SITUATION

-- NO RESERVATIONS

SITUATION TWO -- HARASSMENT CAMPAIGN

-- ACTION 1: THE GERMAN SIDE SUGGESTED THAT ANY
DEPARTURE OF AMERICANS BE PLANNED AND CARRIED
OUT IN SMALL GROUPS SO AS TO AVOID AMIN'S
NOTICE.

-- ACTION 2: NO RESERVATIONS

-- ACTION 3: THE GERMAN SIDE CAUTIONED THAT ANY

ANNOUNCEMENT OVER VOA AND/OR BBC FOR AMERICANS
TO EVACUATE UGANDA SHOULD BE USED ONLY AS A
LAST RESORT, I.E., IN THE CASE OF GENERAL
BREAKDOWN OF COMMUNICATIONS DURING A PERIOD OF
IMMINENT THREAT.

-- ACTION 4: NO RESERVATIONS

-- ACTION 5: PRESIDENTIAL-LEVEL COMMUNICATIONS ARE
MORE EFFECTIVE AS SIGNED AND SEALED LETTERS
THAN AS VERBAL PRESENTATION ON INSTRUCTIONS. IT
WAS THE GERMAN VIEW THAT THIS ACTION WAS
UNLIKELY TO BE EFFECTIVE UNLESS SUPPORTED BY
INTERCESSIONS FROM AFRICAN/THIRD WORLD
LEADERS.

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PAGE 03 BONN 01077 02 OF 03 191907Z

-- ACTION 6: NO RESERVATIONS

SITUATION THREE -- ALL AMERICANS TAKEN HOSTAGE

-- ACTION 1: THE GERMAN SIDE AGREED TO ASK AN
OFFICER FROM THE GERMAN EMBASSY IN WASHINGTON
TO ACT AS LIAISON WITH THE DEPARTMENT OF STATE
ON UGANDAN AFFAIRS AND PARTICIPATE, DURING
EMERGENCY SITUATIONS, IN US CRISIS MANAGEMENT
SESSIONS. SUCH LIAISON WOULD BE SUPPLEMENTAL TO
REGULAR US-GERMAN COORDINATION IN BONN.

-- ACTION 2: NO RESERVATIONS

-- ACTION 3: IT WAS SUGGESTED THAT THE OAU
SECRETARY GENERAL ETEKI BE AMONG THOSE
REQUESTED TO MAKE REPRESENTATIONS.

-- ACTION 4: THE GERMAN SIDE AGREED THAT AMIN
MIGHT DEMAND TO SEE A US EMISSARY AND SUGGESTED
THAT THE MINISTER (DCM) FROM THE US EMBASSY IN
NAIROBI MIGHT BE AN ACCEPTABLE AND APPROPRIATE
US REPRESENTATIVE UNDER CRISIS CIRCUMSTANCES.

-- ACTION 5: IN THE GERMAN VIEW, ANY MILITARY
THREAT WOULD RISK A COUNTERPRODUCTIVE REACTION
FROM AMIN, ENDANGERING BOTH GERMAN AND AMERICAN
NATIONALS. AMIN IS WELL AWARE OF US CAPABIL-
ITIES.

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PAGE 01 BONN 01077 03 OF 03 191916Z

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SITUATION FOUR -- GENERAL BREAKDOWN OF ORDER

-- ACTION 1: NO RESERVATIONS

-- ACTION 2: IT WAS AGREED THAT US AND GERMAN
ACTIONS MUST BE CLOSELY COORDINATED. DEPENDING
ON THE SITUATION, STANDING FAST (PARTICULARLY
IN KAMPALA) MIGHT BE SAFER THAN EVACUATION.
CONSIDERATION SHOULD BE GIVEN TO THE
DESIGNATION OF CERTAIN POINTS WHERE AMERICANS
CAN SEEK REFUGE WITHIN THE COUNTRY.

-- ACTION 3: IT WAS AGREED THAT AIRCRAFT FROM
CERTAIN AFRICAN COUNTRIES OR UNDER UN CHARTER
SHOULD BE CONSIDERED IN LIEU OF US CIVIL OR
MILITARY AIRCRAFT.

SITUATION FIVE -- TERRORIST ACT

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PAGE 02 BONN 01077 03 OF 03 191916Z

-- THE GERMAN SIDE BELIEVES THAT, IN CASE OF A
TERRORIST INCIDENT, THE LIST OF POSSIBLE
INTERMEDIARIES SHOULD INCLUDE ARAB LEADERS
WHO HAVE AMIN'S CONFIDENCE, E.G., KING KAHLID.

DISCUSSION THEN FOCUSED ON GERMAN COMMUNICATIONS
CAPABILITIES AND OPTIONS FOR EXPEDITING TRANSMISSION
OF MESSAGES TO AND FROM KAMPALA DURING AN EMERGENCY
SITUATION. (FOREIGN OFFICE COMMUNICATIONS EXPERTS WERE
PRESENT DURING THIS SEGMENT OF THE TALKS.) IT WAS
AGREED THAT THE GERMAN EMBASSY IN WASHINGTON BE
AUTHORIZED, IN AN EMERGENCY, TO TRANSMIT MESSAGES IN
ENGLISH DIRECTLY FROM THE DEPARTMENT OF STATE
SIMULTANEOUSLY TO THE FOREIGN OFFICE AND THE GERMAN
EMBASSY IN KAMPALA. THE GERMAN EMBASSY IN KAMPALA
WOULD ALSO BE AUTHORIZED TO SEND MESSAGES
SIMULTANEOUSLY TO THE FOREIGN OFFICE AND WASHINGTON
FOR TRANSMISSION TO THE DEPARTMENT OF STATE. IN EITHER
CASE, NO ACTION WOULD BE TAKEN ON THESE MESSAGES BY THE
GERMAN EMBASSY IN KAMPALA OR THE GERMAN EMBASSY IN
WASHINGTON WITHOUT INDEPENDENT APPROVAL FROM THE FOREIGN
OFFICE IN BONN.

IN LIGHT OF US CONCERNS REGARDING THE DEPENDABILITY OF
COMMUNICATION LINKS WITH KAMPALA, THE GERMAN SIDE AGREED
TO STUDY THE FEASIBILITY OF ACCELERATING EXISTING PLANS
TO UPGRADE BACK-UP RADIO COMMUNICATIONS CAPABILITIES OF
THE GERMAN EMBASSY IN KAMPALA.

THE US SIDE REVIEWED EMERGENCY AND EVACUATION REQUIRE-
MENTS WHICH WILL BE THE SUBJECT OF DETAILED BILATERAL
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PAGE 03 BONN 01077 03 OF 03 191916Z

DISCUSSIONS IN NAIROBI ON JANUARY 19 AND 20.

IT WAS AGREED THAT THE GERMAN EMBASSY IN KAMPALA AND
THE US TEAM TO NAIROBI WOULD CONTINUE THESE DISCUSSIONS
AND EXCHANGE ALL INFORMATION NECESSARY TO COMPLETE THE
"EMERGENCY AND EVACUATION PLAN" AS EXPEDITIOUSLY AS
POSSIBLE.

END TEXT.
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